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ABSTRACT

The collection of six papers offers perspectives on planning and implementing career education programs. The first paper, the Introduction (David Goodwin), deals with program implementation. The second paper, Priorities in Career Education (Alonzo A. Crim), describes the historical origins of career education in the Atlanta school system with a strong emphasis on the incremental nature of significant educational change. The third paper, Priorities in Career Education R & D: A Federal Perspective (Lois-ellin Datta and Corinne Rieder), discusses the role of research and development and the obligations of researchers to make their results useful for practitioners. The fourth and fifth papers, Organizing for Planning and Implementing Career Education in Ohio (Linda Pfister Keilholtz), and The Development, Implementation and Administration of Career Education in Florida (Margaret E. Perqueron), highlight such themes as the role of State leadership, establishing State linkages between State departments and local school districts, and using State funds as a means of building organizational commitment at the local level. The final paper, Educational Linkage--Suggested Rules and Techniques or the Synaptic Aspects of a Partnership Plus Other Common Trivia (Robert A. Sampieri), discusses ways to build working relationships between educators, businessmen, labor unions, and politicians. (Author/JR)

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PLANNING & IMPLEMENTING CAREER EDUCATION PROGRAMS: PERSPECTIVES

Papers delivered at the

Career Education National Forum

March, 1975

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Lois-ellin Datta and Corrine Rieder
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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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PREFACE

The Career Education National Forum, held at The Center for Vocational Education last March, was a milestone in The Center's growing involvement in the career education movement over the past five years. The Forum was one of the first opportunities for educators, in a national arena, to discuss the issues vital to the continuing development of the career education concept at all levels of the education system. We were pleased at the participation of persons with such diverse educational responsibilities (administrators, teachers, legislators, publishers, and students), as well as such a broad national representation. We can be assured that career education is, certainly, reaching out into the total educational community.

The Forum was a first step, and a solid one. However, it has made us more cognizant of the long road ahead. There is need for greater clarity in definition and policy at the state and local levels, need for the expansion of the research component, and need to translate those policies and data into viable programs which impact upon the students. The Center for Vocational Education will continue its endeavors in research and in development of the career education concept.

The Center is indebted to the National Institute of Education, sponsor of the Forum, for its support and advice in Forum planning. We are also indebted to those presenters who shared their time and insights with us all.

"Planning and Implementing Career Education Programs: Perspectives" is second in a series of three publications prepared as a result of the Forum presentations. The first, "Models of Career Education Programs" is a compilation of papers focusing on the areas of curriculum, guidance, work experience and placement. The last, "Conversations with Developers" contains abstracts of all programs represented at the Forum which focus on the process of curriculum development.

Robert E. Taylor, Director
The Center for Vocational Education

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David Goodwin

IMPLEMENTING CAREER EDUCATION: AN INTRODUCTION

On March 19-21, The Center for Vocational Education and the National Institute of Education co-sponsored a national symposium on the topic of career education. On the agenda for this forum were presentations organized around three basic themes: federal, state and local priorities in the development of this program area; career education programs and projects currently in use or in development; and the nature of efforts to implement career education programs and policies at the federal, state and local levels.

The papers compiled for this publication deal with the last area of focus: the implementation of career education. Before focusing on specific efforts to implement career education, it would be useful to concentrate on the broader issues of implementation as a process.

Implementation, broadly defined, refers to the process by which new programs and policies work their way through layers of federal, state and local authority, and are successfully, or unsuccessfully, translated into changes in patterns of behavior at the classroom level. An emphasis upon issues of implementation is noteworthy in several respects.

First, the study of educational innovation is traditionally dominated by a focus upon decisions to adopt, rather than to implement new programs. As a result, most attention is paid to superintendents and school boards; relatively little interest is expressed in the problems of those who must implement new programs once they are adopted. The long-range effect is that we are better able to describe how high-level decisions are made in a school system than we are able to provide guidance on the ways that new programs are, and can be, successfully translated into actual practice at the classroom level.

Secondly, prior discussion and research on the topic of implementation have been notably unsystematic. They may charitably be characterized as anecdotal efforts—usually explaining successes and failures in idiosyncratic terms. Most often, the charisma, commitment or dynamism of a particular leader is cited as the reason programs are successfully implemented. Conversely, failure is normally

attributed to defects of a personal nature. Rarely is attention paid to the essence of implementation—the systematic patterns of organizational behavior, decision-making and institutional incentives which work to encourage or discourage implementation.

I suspect that there are several reasons that implementation has not received the attention it warrants. The rules, procedures, and day-to-day practices which comprise efforts to implement a program are certainly not the "stuff" of which news headlines are made. In addition, the study of implementation is costly and time-consuming. Data must be collected from actors at numerous organizational levels, including superintendents, principals, teachers, and perhaps even students. Finally, money to evaluate programs, always in scarce supply, tends to be allocated primarily to the latter stages of program development. Research on the effectiveness of innovations, once implemented in the "real world," is rarely undertaken.

Focus on implementation is of both theoretical and practical value. From a theoretical perspective, implementation provides a missing link between two major views of educational innovation. One perspective focuses on high-level policy-makers, and the ways they make decisions to adopt new programs. The other perspective focuses exclusively upon the behavior of teachers independent of the wider organizational context in which this behavior occurs. Implementation deals with a largely neglected gap in the process of educational change—how policy-makers interact with "front-line" teachers, through mid-level supervisors, to implement innovative educational programs and policies.

From a practical perspective, the value of examining the implementation process is no less significant. In the past two decades, the problems of educational changes have been of mounting concern to policy-makers. At one time or another, major educational initiatives have been undertaken to meet perceived challenges from foreign enemies or societal obligations to the underprivileged, or to fend off the criticism of powerful lobbies and interest groups. Many of these educational initiatives, often well-conceived and sometimes well-funded, floundered as they encountered "real world" circumstances unforseen during earlier stages of development and field test in controlled settings.

In the long run, the "staying power" of career education is unlikely to be determined by the outcome of debates among educational philosophers. Determinants of long-term career education impact are likely to rest upon the success of those people responsible for translating good ideas and glamorous rhetoric into successful practice.

Why Does Implementation Fail?

It is increasingly apparent that a large proportion of seemingly worthwhile educational innovations ultimately fail. They may fail because they are abandoned by school officials, have negligible impact upon daily school practice, or are viewed less favorably by teachers, parents, principals and students than they are by decision-makers at the federal, state and school district level.

Recent research suggests that schools undertake efforts at organizational and pedagogical reform far more frequently than is commonly thought, but that relatively few significant innovations are successfully implemented and maintained beyond an initial trial period. From one point of view, high rates of initial innovation followed by frequent abandonment represents a healthy search for new techniques; equally likely consequences, however, are wasteful expenditures, inflated expectations and diminished legitimacy for school reform.

Some of the reasons frequently suggested for the low rates of durable school innovation are:

1. Removal of financial support:
   School systems are often dependent upon outside federal and state funds for new initiatives. They regard many of these funding opportunities as passing fads, and the funds which support them as "soft money" to be used when available, but likely to disappear as state and federal priorities shift. Consequently, local administrators are reluctant to commit themselves to programs beyond the duration of federal support.

2. Inadequate involvement of practitioners during development:
   Educational research and development is big business. Approximately $250 million is spent annually by federal agencies. Substantial amounts are also spent by universities, state and local school systems, private foundations and industry. Many have argued, however, that the real world of research and development is unduly separate from the world of actual practice. Practical school problems tend to be ignored in setting research agendas; as a result, the fruits of education R&D fail to adequately reflect the needs, values, experience and wisdom of education practitioners.

3. Failure to understand the organization:
   One of the persistent assumptions in studies of education innovation is that the process of implementation is rational. If a product can be shown to accomplish its objectives, all that

remains is to inform schools of its availability, market the product, and train teachers in its use. Architects of systems for dissemination and utilization often overlook the complex web of social, political and bureaucratic school characteristics which affect adoption and successful implementation of innovations. Unanticipated sources of resistance, shifts in opinion, competing priorities, and inadequate organizational support provide opportunities to derail implementation efforts.

4. Insufficient planning:

The most active planning efforts often occur during the early years of the program when most of the costs are likely to be borne by federal and state funds. The purpose of such planning is to establish realistic objectives, project costs and assess available resources, consider alternative strategies, and select those most likely to attain objectives within the level of available resources. At some point, external support invariably diminishes and local school systems are expected to assume the costs. The plans developed to spend federal and state funds, however, may be far more extravagant than local school systems can afford on their own.

Quite often the failure of educational innovations may be attributed to ineffective implementation rather than defects in the ideas or programs themselves. A number of reasons have been advanced to explain the brief life of many innovations—inadequate resources, separation of R&D from actual practice, unanticipated opposition, poor planning, vague and extravagant objectives, and unsubstantiated claims of effectiveness.

Guides to Successful Implementation

One of the objectives of the Career Education National Forum was to bring together individuals who have had some degree of success in implementing career education programs and policies at the federal, state and local levels. From this dialogue, we hope some useful clues will emerge to guide others in the implementation process.

The papers presented at this conference offer different perspectives on the topic of implementation. Some differences in perspective relate directly to the specific level in the system with which the educator is dealing. Others are based on the individual perceptions of the implementation process and the organizational milieu.

Corinne Rieder and Lois-ellin Datta of the National Institute of Education discuss the role of research and development, and the obligations of researchers to make their results useful for practitioners.

Margaret Ferqueron and Linda Keilholtz, of Departments of Education in Florida and Ohio, respectively, present the state perspective. Their discussions highlight such themes as the role of state leadership, establishing linkages between state departments and local school districts, and using state funds as a means of building organizational commitment at the local level.

Alonzo Crim describes the historical origins of career education in the Atlanta school system, with a strong emphasis upon the incremental nature of significant educational change. This gradual process has recently culiminated in a new graduation requirement, which mandates that all students graduating after June 1977, shall have completed a minimum of thirty quarter hours in career education. It is expected that this latest development will be the "motor" which drives future expansion of the career education program.

Robert Sampieri of the Los Angeles Unified School District presents a frank discussion of the many pitfalls facing attempts to build working relationships between educators, businessmen, labor unions and politicians. He cites the need for partnerships built upon shared self-interests and tangible commitment rather than common rhetoric.

Although career education is a relatively recent area of concern among educators, it has historical roots in many aspects of academic and vocational education. If the career education emphasis is to survive and prosper, however, it will also need to deal with issues related to educational change, in general. The emphasis given to implementation at the Career Education National Forum may prove to be a useful first step in that direction.

Alonzo A. Crim

PRIORITIES IN CAREER EDUCATION

Career Education is desperately needed today for all students, but high schools have been reluctant to accept the responsibility since historically they have functioned as college preparatory institutions. This image, both in perception and practice, is difficult to change. The fact that, currently, more than 80% of all occupations do not require formal training at the college level emphasizes the importance of helping students examine their prospective status in the real world before they leave high school. High among the priorities in secondary education must be the inclusion of effective Career Education programs. In Atlanta, we have accepted this responsibility for changing the focal purpose of high schools, and have included the culminating objective that each student shall possess, upon completion of his program of studies, one entry level salable skill. Systematically provided educational experiences which focus on student acquisition of a salable skill direct the general scope and sequence of other activities included in the Career Education Program—kindergarten through grade twelve.

REQUIRING CAREER EDUCATION

Commitment to Career Education was emphasized in 1974, when the Atlanta Board of Education adopted a policy stating that all students graduating after June, 1977, shall have completed a minimum of thirty (30) quarter hours in Career Education. The intent is that each student has a tentative occupational objective in mind, that he/she examines his/herself in relationship to this objective, and that he/she pursue a course of educational experiences which will lead to the fulfillment of that goal. For most students, this would include short- and long-range objectives which may or may not be within the same occupational family.

INFUSING CAREER EDUCATION IN ELEMENTARY SCHOOLS

During the past ten years, the Atlanta School System has been working toward infusing career education into elementary schools, although this objective may not have been stated as directly as it is at present. A wide variety of curriculum materials have been developed and infused into the elementary programs. These changes were aimed at increasing the career awareness of elementary pupils. The most recent and systematic effort was Atlanta's involvement in the CCEM (Comprehensive Career Educaton Model) program sponsored by the U.S. Office of Education.

EXPLORING OCCUPATIONS IN MIDDLE SCHOOLS

Middle schools have been established for intermediate age pupils and, to date, 50% of all sixth, seventh, and eighth graders in Atlanta attended. (The other fifty percent of sixth and seventh graders still attend elementary schools, and the eighth graders attend high school.) School organizations foster the concept that freedom to conceptualize and explore is most important for youth during this stage of development. Exploration includes a "look-see" and "hands-on" experience in various occupational endeavors. PECE (Program of Education and Career Exploration) is a highlighting activity which is now required of all eighth graders. This twelve-week program is designed to involve pupils in a systematic examination of various occupations through one day of actual work experience in each of several job settings. From these activities, pupils begin to build a base for making more intelligent educational and vocational decisions. During the PECE experience, participants are guided to tentatively identify a family or cluster of occupations which they wish to pursue further.

Currently, serious consideration is being given to extending PECE to the seventh grade experience. Each seventh-grade pupil will tentatively identify one occupational family which he/she wishes to explore in detail; further exploration, aimed at providing a broader base for decision-making, is planned as one of the eighth grade courses. The eighth-grade program requires that each pupil participate for one hour a day for 180 days or its equivalent in nine to twelve different mini-courses, each representing a different occupational cluster, which provides further orientation to the world of work.

ASSIGNING FACULTY ADVISORS FOR HIGH SCHOOL STUDENTS

At the termination of the eighth-grade career education program, each student will be assigned a high-school faculty advisor. The current student/advisor ratio will be approximately twenty to one. (This ratio is based on utilization of services of all certified staff.) The faculty advisor, as well as parents, guidance counselors, or any other resource person deemed desirable, will assist the pupil in bridging the gap from middle school to high school, and in identifying an occupational long-range objective(s) which he wishes to accomplish. After adequate exploration of these long-range goals and short-range occupational objectives, a program of educational experiences will be planned for each pupil. This may include formal courses, contracts, independent exploration, and other educational experiences which will lead the pupil to his desired goal.

MAINTAINING CONTINUITY OF ADVISEMENT

The high school faculty advisor will be assigned four or five new ninth grade advisees each year and will continue advising the same students for four consecutive years unless student or advisor moves.

This mode of operation would allow the advisor to become familiar with the requirements to satisfy the objectives of each of his twenty advisees, to establish relationships with the student and his/her parents, and to give the student an opportunity, each quarter, to re-evaluate his goals, objectives, and program of work. Hopefully, the faculty advisor will be encouraged to become more knowledgeable about the world of work and to use the resources and illustrations derived therefrom to enrich his classroom instruction.

The need for maintaining continuity of advisement beginning ninth grade through graduation is based upon the concept advanced in industry that workers who are on assembly line production do not assume much responsibility for, nor derive much personal satisfaction from, adding a designated portion to an item as it passes on a conveyer belt. These workers do not see the product being developed from beginning to end, nor do they have the satisfaction of experiencing responsibility for completion of a job.

Hopefully, the faculty advisor will become an advocate for the student, assisting him/her to bridge the gap between middle school and high school, helping to plan and implement programs throughout the four years, as well as securing placement in an occupation and/or in an advanced educational setting. Experiencing this sense of success, belonging, and accomplishment not prevalent among too many teaching personnel may generate a force which will help change schools.

A major criticism which students often express concerning the school is that no staff member ever seems interested in them as people: their interests, goals, and accomplishments. Perhaps this perceived lack of concern for pupils may be changed by having "foster parents" (faculty) in addition to the regular homeroom teacher to assist students in developing their plans and selecting experiences to realize these plans. Furthermore, by including parents in the planning each quarter, in the re-examination of goals and accomplishments, and in the selection of new experiences, the gulf which seems to exist between some parents and the school will be narrowed or eliminated.

SELECTING MEANINGFUL EDUCATIONAL EXPERIENCES

Requiring students to complete certain pre-determined courses, not necessarily relevant to the to the individual's goals, would be eliminated through continuity of faculty advisement. Those courses deemed most beneficial for an individual student would be selected from an offering of over 850 courses. Cross-school registrations, work/study programs, independent study, VIDAC delivery systems, counseling through Data Quest I, and the Executive High School Internship Program are some

of the alternative ways currently available to assist the student in reaching his objective. When faculty members assist in the identification and selection of the courses which his advisees in grades nine through twelve will take the next quarter, the courses would be included in the master schedule. Determining the master course selection, then, becomes a function of the total faculty.

FOLLOWING THE GRADUATES

To foster the idea of building reality into the lives of students, each eleventh grader will be assigned the task of following up on a recent graduate of the school he attends. Structured interviews by telephone or in person will be held in January following graduation to determine what plans the graduate had before leaving school, how well he/she has been able to implement the plans, his/her success or failure, and any other appropriate information. This data will be shared with other eleventh grade students in organized group guidance sessions conducted by the faculty advisor, homeroom teacher, or other staff members. Tabulation of findings constitutes the statistical follow-up report.

During the senior year, the student will again contact the same graduate who has by this time been in the "real world" for at least 1½ years. Again, information will be shared, and, as in the previous experience, opportunities for re-adjusting goals will be made. Also, the information collected will be used to modify instructional programs within the respective schools.

CERTIFYING ENTRY LEVEL SKILLS

Before a student graduates, the faculty advisor, or other faculty member, will be responsible for drafting a statement of certification that the student possesses a salable skill. This certification also becomes a letter of recommendation which a student may take to a prospective employer. For those students who have participated in the work/study programs, or those who have volunteered services over an extended period of time, either during school hours or afterwards, certification will not be difficult.

Those students who have demonstrated mastery of salable skills, such as typing sixty words per minute without error, but who have not utilized these skills outside of a class setting, could also be certified with ease. But for those students who have pursued a liberal arts and/or college preparatory course, verification will be more difficult. It is perceived that the degree of difficulty would be dependent upon the effectiveness of the faculty advisor, willingness of students, and cooperation of parents. If, for example, as a beginning ninth grader, the student stated that he wanted to go to college after high school to become a lawyer, the faculty advisor would help him/her use the *Dictionary of Occupational Titles* to identify a legitimate short-term salable skill which requires many of the same skills as those

required to become a lawyer (his long-range goal), i.e., speech, reading, social science, and memory training. Making the student aware of salable skills which he/she might develop while in the pursuit of long-range objectives will make available opportunities which may otherwise be overlooked. Unfortunately, this concept is difficult to convey to high school staffs.

MANAGING THE SYSTEM

The same management problems prevail in the secondary program as in the elementary. The objectives may be more clearly defined and easily measured in the high schools, but a systematic management and evaluation system must be developed. The main challenge is to design a systematic, sequential career education program for each child, for each school, and for the total school system.

Lois-ellin Datta
Corinne Rieder

PRIORITIES IN CAREER EDUCATION R&D: A FEDERAL PERSPECTIVE

RESEARCH AND DEVELOPMENT: FEDERAL LEVEL

At least three important developments affect career education research at the Federal level. First, there is increasing coordination across Federal agencies with regard to R&D priorities. Second, career education research is expanding within agencies. Third, the future holds opportunity for increasing cooperation among Federal agencies, state and local educators, members of business, industry and labor unions, and research centers and universities for the conduct and utilization of career education related R&D.

The first development, coordination among Federal agencies, is expanding via four routes:

- First, the Federal Interagency Panels on Early Childhood and Adolescence are increasingly effective organizations for R&D coordination. These Panels, formed in 1970 and 1972, respectively, are following a Presidential order to coordinate identification of priorities, allocation of resources, utilization of findings and advancement of the state of R&D practice on research relating to children and adolescents. Each Panel makes an annual report of national needs, describing what is known about these needs and how to meet them, identifying research gaps and past and projected funding histories. The Panel reports list bureaus or divisions of Federal agencies funding various kinds of research; these can be a valuable resource for educators as well as grants administrators. Among the Panel's special reports is an excellent analysis of R&D on work experience as preparation for adult life. New Panel activities include planning a resource bank of measures of adolescent development, including outcomes for adolescents related to career education.[1]

- Second, the Presidential Task Force on Education and Work has brought together top leaders in the Departments of Commerce, Labor, and Health, Education and Welfare for interagency planning which is likely to affect allocation of FY 1976 and FY 1977 resources for career education related programs.

- The third route is increasing Congressional and public awareness of the joint roles of the Institute and the Office of Education. This is exemplified in requests from Congress that members of both agencies testify on career education issues in appropriations and authorization hearings.

Finally, close-knit working relationships have developed among Federal officers responsible for career education. One result of these relationships is the study conducted by Dr. John Coster of the North Carolina University, funded by the National Institute of Education with the support of the Department of Labor and the Office of Education. Dr. Coster is finding out how labor market information reaches educational decision-makers and what can be done to improve the labor market data prepared by the Department of Labor and utilized by Office of Education funded grantees.[2] A second example is the collaboration between the Fund for the Improvement of Post-Secondary Education and the National Institute of Education in research on innovative approaches to competency-based post-secondary education for career development. A third example is the Institute/Office of Education collaboration in selecting demonstration of experience-based programs for youth as a FY 1976 priority for the Part D Vocational Education Research and Demonstration funds. A fourth instance is the excellent communication between Dr. Kenneth Hoyt of the Office of Career Education and Dr. Corinne Rieder of the Institute in joint planning sessions and in close coordination of policy reviews on issues related to career education. United we very much stand in career education at the Federal level.

Turning to the second development at the national scene, expansion of career education-related research can be expected in FY 1976 for career education priorities identified by the Presidential task force. Large amounts of new money allocated to career education would not be expected; however, reallocations of existing resources to career education where this is possible in current authorizations in the Departments of Commerce, Labor, and Health, Education and Welfare have been recommended by the Administration in the FY 1976 Budget.[3] The Department of Commerce, for example, may expand its career education television programming. The Department of Labor is emphasizing learning opportunities, as well as income transfer in its CETA programs, and is testing, on a national scale, new delivery systems for occupational information. Within the Department of Health, Education and Welfare the Education Division may be expected to emphasize career education-related concerns in the grants program of the Fund for the Improvement of Post-Secondary Education,[4] in the Office of Education,[5] and in the National Institute of Education.

FOCUSING ON THE INSTITUTE

Many areas of career education are represented in projects completed or underway through Institute sponsorship. The FY 1975 Career Education Program Plan describes these in more detail, and the principal investigators whose names and addresses are listed in the plan are ready to provide more information on projects of special interest.

Among the activities completed or underway are:

- Four resource guides for implementing career education. These guides will include reports of innovative practices by and for classroom teachers, handbooks on facilities and resources for career education, reports on exemplary career education programs, a detailed guide to curriculum materials including such information as how they were developed and how much they cost, and a buyer's guide.

- Curriculum materials for infusing career education concepts into regular classrooms have now been extensively tested and revised. Thirty-one units are available from The Center for Vocational Education. The American Institutes for Research is field testing and revising 65 other units for publication next year.

- How-to-do-it orientation materials, handbooks, training materials and program installation guides based on experiences with an innovative telephone counseling service for out-of-school youth and adults are now available from the Education Development Center, Inc. project in Providence, Rhode Island, and are described in the brochure, "An Important Part of America's Potential Job Force Is At Home."

- The first film in the NIE-sponsored series is intended to expand the career awareness of women. *Girls at Twelve*, prepared by Joyce Chopra under the direction of Adelaine Naiman of the Education Development Center, Inc. has been extremely well-received. The second film, which focuses on women re-entering school or work, is scheduled for a 1975 release.

- Research reports on a variety of basic questions relating to (a) the return to education, (b) career decision-making and (c) the impact of social changes on education and work are now available. Among them are a study of how high school counselors influence career choices; a study of the economic cost to women of time-out for child rearing; and development of new measures of the career decision-making process and of non-economic returns to education.

- The NIE-sponsored Guidelines on Sex Fairness and Sex Bias in Occupational Interest Inventories are being distributed through the American Psychological Association (over 5,000 copies thus far). An in-service training kit to help counselors and teachers deliver sex-fair guidance is being prepared by ABT Associates at a very low price so schools can easily afford the materials.

- The Experience-Based Career Education program materials will be available in several forms: the brochure, "The Community is the Teacher," handbooks, guidelines and manuals for those who want to adapt the approaches, and more intensive technical assistance and training for those who prefer closer fidelity to the original programs.

LOOKING AHEAD

In FY 1976, the Career Education Program hopes to initiate work in seven areas reflecting the concept of career development as a life-long process. The R&D priorities begin at the earliest years when important facets of occupational self-concepts develop, and extend to issues of alternative modes of financing continued education for career development purposes. The seven areas are:

1. new approaches to pre-school and primary school career awareness and early occupational self-concepts through children's television programming and parent resource materials;

2. studies of new ways to improve and expand in-school work experience programs, bringing education and work closer together within the school environment;

3. research on career decision-making, particularly the implications for programming and analysis of economic, sociological and psychological explanations of the career decision-making process;

4. examination of the educational and economic value of non-traditional credentials, particularly the extent to which traditional and non-traditional certification have the same benefits to the individual among educational institutions and employers;

5. studies of work experience programs in post-secondary education, and more generally, of ways in which education and work can be more effectively brought together in post-secondary and higher education for both the liberal arts and the vocationally oriented students;

6. demonstrations of new ways to improve linkages between school and work through community councils and other approaches to reducing institutional barriers to movement from school to work, and back. The demonstration of ways to bring together academic, vocational, and career education, as well as linking schools with the community, would be included among concerns for improving linkages;

7. developing measures of the quality of career education programs and of the outcomes of career education; are programs as good as they should be? do they work?

These priorities were developed over many months of consultation with people from state and local school systems, community colleges, universities, labor unions, representatives of business and industry, students and parents, and researchers. Selection of priorities from among the many urgently needed R&D projects was difficult, and some studies which may seem of higher priority to educators and researchers may not appear due to considerations of continuity and building on existing work, avoiding overlap, supplementing other R&D investments; and, sometimes, just differences in judgment among persons initially recommending a study, the National Council on Education Research and Institute leadership who review recommendations.

Other Institute-sponsored R&D recommended for FY 1976 would include a large program on competency-based education including certification of occupational competencies in human resources areas; studies of what career-related learning should take place in schools, at home, in the community and in the workplace; and development of new career interest inventories for minorities.[8]

The third major direction, from a Federal perspective, is increased cooperation among Federal agencies, state and local offices, and researchers in the conduct and utilization of research. The Institute's single largest request for new money, and its highest priority in FY 1976, is dissemination. Career education and basic skills have been selected as the two emphases for dissemination in FY 1976.

The Institute's approach to dissemination is two-fold. First, dissemination of specific products are the direct responsibility of the sponsoring program office; for example, it is the direct responsibility of the Career Education Program to provide for the dissemination of the resource guides, the curriculum materials, etc. The second approach is through the Office of Dissemination which seeks to build capacity for research utilization at the state and local levels, and to support dissemination of all proven products and approaches, not only those sponsored by Institute program offices in the areas of career education and basic skills. The second approach involves identifying state and local needs for the products of completed R&D, and providing the resources for state and local agencies to purchase these products or technical assistance needed to implement the results of R&D. It is the second approach which is the Institute's highest priority. If the FY 1976 recommendations are approved by Congress, this will be the responsibility of the Institute Office of Dissemination and will receive the largest proportion of new funds.

Whether the potential funds are awarded to career education, thus, depends on three things: first, on the existence of a large number of proven products, materials and approaches on topics

career educators identify as being of greatest interest to them; second, on assignment by the chief state school officers of a high priority to career education proposals submitted from the state; and third, on the receipt of high quality proposals for disseminating the results of career education R&D.

The dissemination priority is responsive to what many educators at the state and local levels have asserted is the greatest need, and is responsive also to the expectations of Congress that the products of R&D will swiftly reach the hands of educators. We feel that career education is ready for this challenge, and that the field is prepared to respond to the opportunity for Federal support to make high quality career education available, not to the relatively few students in the R&D programs, but to learners of all ages throughout the country. While the FY 1976 funds alone will not support such a total implementation, they may go far with ingenuity and mobilization of state and local resources to bring the benefits of nearly five years of R&D in career education to many more people. This has been an overview from the Federal perspective of past, present and future career education R&D. We are sometimes asked whether the National Institute of Education is committed to career education. The Career Education program staff's answer is "yes," as we hope these comments have suggested. We have been, we are, and with your support to Congress and to agency leadership concerning the importance of career education as an R&D priority, we will continue to be.

This last point may need clarification. Institute priorities should reflect greatest national needs. Assertion of these needs cannot come only from those whose self-interest may raise questions concerning their objectivity, such as career education program staff or even career educators. If career education is as important as some of us believe it is, the need for continued R&D and for support of the concept must come from such recognized organizations as parent and teacher associations, and associations representing chief state school officers, post-secondary leadership, principals, and other stakeholders in American education.

The "yes" of affirmation is not, even with this qualification, the "yes" of adoration. Part of the task of research is to question basic assumptions: What are the problems in American education? For what reasons is career education seen as the optimal solution for these? Are the assumptions tenable? Do the strategies work? What else might work better? Too often we commit the fallacy of thinking that because we are excited about what is happening the children are learning what we hope we are teaching.

We believe career education is too important to be narrowly self-congratulatory, and that it is strong enough to be analytic and self-critical. When Federal, state, local, research center and university people work together, research can go forward with program expansion to make career education—good career education, high quality career education—available not to the relatively small proportion alluded to earlier, but to all.

NOTES

[1] See, for example, "Toward Interagency Coordination: An Overview of FY 1974 Federal Research and Development Activities Relating to Adolescence" by Stephen P. Heyneman, December 1974. Copies of the annual reports and of other publications of the Interagency Panels are obtainable from the Panel Chairperson, Dr. Edith H. Grotberg, Office of Child Development, P.O. Box 1182, Washington, D.C. 20202, or from the Social Research Group, George Washington University, Washington, D.C., reference Contract HEW-100-75-0010. The special report referred to is by Ellen Searcy, "Work Experience as Preparation for Adulthood: A Review of Federal Job Training, Vocational and Career Education Programs, An Analysis of Current Research and Recommendations for Future Research," May 1973.

[2] Abstract of Dr. Coster's study and other Career Education-funded R&D are found in the *Career Education Program Plan for Fiscal Year 1975.* The plan includes the names and mailing addresses of principal investigators, and is available without charge from the Career Education Program, National Institute of Education, 1200 19th Street, NW, Washington, D.C. 20208 (Attention Mr. Robert W. Stump).

[3] See, for example, The Budget Proposed for the Department of Health, Education and Welfare for the Fiscal Year Ending June 30, 1976. Washington, D.C., 1975, The Budget message of the President, p. 142-143, "Education and work: The isolation of education from the world of work will be addressed by the Fund for the Improvement of Post-Secondary Education, The Office of Education and the National Institute of Education. These agencies will develop and demonstrate methods of providing information to educators and young people on the world of work and work experience, increasing the understanding of problems that education can help resolve and improving the transition from education to work."

[4] Probably with an emphasis on non-traditional and competency-based education. For further information about FIPSE programs, contact Dr. Virginia Smith, Fund for the Improvement of Post-Secondary Education, Maryland Avenue, Washington, D.C. 20202.

[5] For further information, contact Dr. Kenneth Hoyt, Associate Commissioner for Career Education, U.S. Office of Education, Washington, D.C. 20202 and Dr. Howard Hjelm, Director of Research and Demonstration, Bureau of Occupational and Adult Education, U.S. Office of Education, Washington, D.C. 20202.

[6] For further information, contact Mr. Arthur Melmed or Dr. William Spady, National Institute of Education, 1200 19th Street, NW, Washington, D.C. 20208.

[7] For further information on these policy studies, contact Mr. Arthur Melmed or Ms. Gloria Scott, National Institute of Education, 1200 19th Street, NW, Washington, D.C. 20208.

[8] Contact Dr. J. Michael O'Malley, Educational Equity Group, National Institute of Educaton, Washington, D.C. 20208.

Linda Pfister Keilholtz

ORGANIZING FOR PLANNING AND IMPLEMENTING CAREER EDUCATION IN OHIO

Career Education was officially initiated in Ohio in 1970. Efforts to address the problem of students being unprepared for adulthood began several years earlier as emphasis was directed toward more occupational interest and aptitude testing and increased offerings in vocational education. These types of modifications were initial steps in the massive change required in the educational system to make it more student-oriented and to break down the isolation between the schools and the rest of society. With the advent of the Vocational Education Amendments of 1968, funds could be directed to meet this challenge, and a comprehensive program began to emerge.

The model for career education in Ohio encompasses the entire life span of an individual. The following seven components outline the vastness of the effort:

1. A total "Family Life Program" within the school curriculum with special emphasis for disadvantaged people to help improve the care and motivation of pre-school children and assure a more positive impact of the home on the needs of school-age youth.

2. A "Career Motivation Program" for all youth in kindergarten through grade six which develops a positive attitude toward the world of work, inspires respect for all work and creates a desire to be part of the world of work.

3. A "Career Orientation Program" in grades seven and eight which provides all youth with the opportunity to become aware of the many occupations open to those who prepare for them.

4. A "Career Exploration Program" in grades nine and ten, or age fourteen and fifteen, which provides all youth with the opportunity to examine and gain firsthand experiences with several career opportunities consistent with individual interests and abilities.

5. An "Occupational Work Adjustment (OWA)" for drop-out prone fourteen- and fifteen-year-olds which uses work as an adjustment process to prove to them they are worth something and to encourage them to stay in school and make wise choices of a vocational program at age sixteen.

6. A "Career Preparation Program" for youth ages sixteen and above which includes:

   A. a comprehensive vocational education program at the secondary and post-secondary levels which provides job skills and technical knowledge and develops work habits and attitudes in preparation for employment in semi-skilled and skilled occupations;

   B. a comprehensive pre-professional education program which provides knowledge and foundations in preparation for professional education beyond high school;

   C. an "Occupational Work Experience (OWE)" for drop-out prone boys and girls sixteen years of age and older to prepare them for employment through a cooperative type program;

   D. a post-secondary technical education program which provides technical knowledge and experiences in preparation for employment in paraprofessional occupations;

   E. a professional education program which provides the knowledge and experiences for employment in the professions.

7. A "Career Training, Retraining and Upgrading Program" for out-of-school youth and adults which provides the opportunity throughout adulthood to train, retrain, and upgrade skills as technology changes and societal and individual needs and desires dictate.

Each component is an essential part to the development of change in education, but this paper will deal primarily with three components—Career Motivation, Career Orientation, and Career Exploration—the three components which make up the Kindergarten-Grade 10 Career Development Program and help lead the students to a tentative career decision.

DEVELOPMENT OF CAREER EDUCATION IN OHIO

The Career Development Program was initiated in components and emerged developmentally. Initial efforts were begun at the junior high or middle school level under the title "Career Orientation." It was soon recognized that efforts were also needed at the elementary and senior high levels. Thus, in 1971, Kindergarten-Grade Six and Grades Nine-Ten components were initiated—however, not always in the same school district. In 1972, to begin to bring articulation to the

program, twelve districts in Ohio implemented K-6, 7-8, and 9-10 programs. Finally, in 1973, total articulation was achieved. Twenty-two high school attendance areas and twenty school systems provided Career Motivation Programs for K-6 students, Career Orientation Programs for grades 7-8 students, and Career Exploration Programs for students in grades 9-10, thus comprising Ohio's K-10 Career Development Program.

The following chart depicts the student growth that has taken place from 1970-75:

OHIO CAREER DEVELOPMENT PROGRAM GROWTH
1970–1974

	1970	1971	1972	1973	1974	1975
K-6		10,250	13,122	74,345	89,668	107,899
7-8	7,027	10,857	13,736	26,611	32,470	33,226
9-10		4,790	10,141	22,529	26,236	33,975
TOTAL	7,027	25,897	36,999	123, 485	148,374	175,100

As Ohio educators began to further define career education, seven developmental areas were identified as focal points around which to develop the concepts.

Self

This component is designed to help students develop knowledge about themselves; knowledge pertaining to their own attitudes, feelings, perceptions and evaluation of themselves. The "Self" component involves students in a planned and sequential process of self-assessment and self-evaluation of their interests, aptitudes, achievements and values. Some of the activities associated with this component are group and individual counseling, test interpretation, group guidance procedures and the use of such guidance techniques as role-playing, open-ended discussions and self-reports. As students come to realize who they are and what they are like, they will be better able to establish relevant personal, social and career goals consistent with their own unique value systems.

Individual and Environment

This component is designed to develop an understanding of the individual in relation to the environment. It provides the student with insights into: why people work, how environments keep people producing, the relationships between the individual and work and between the environment and work, and how people use and modify environments and their resources. The Individual and Environment component helps students understand their roles in the home, school, community, and work.

World of Work

The World of Work component includes content related to the nature of work, the scope and nature of occupations, methods of studying and classifying occupations and perceptions related to work values. The goal of this element is to expand the student's awareness about work, careers, associated life styles, rewards, leisure time, working conditions, and the education and training requirements of some careers. In this area, the student is assisted in understanding the broad range of careers which are available as they serve the individual, the community, or society at large. Particular consideration is given to new and emerging occupations. Students are also assisted in learning what is involved in the development, growth, behavior, training and rewards of persons engaged in specific occupations. From this broad understanding of the world of work, the student is motivated to participate in the current world of work and to gradually engage in active career exploration and preparation which leads to the selection of an appropriate role or roles within the world of work.

Economics

The goal of the Economics component is to assist the student in developing an understanding of the economic process. This process involves employing human and non-human resources to produce goods and services to meet human needs. This component emphasizes both the earning of income as a worker and the disposition income (saving, spending, money management) as a consumer. To be successfully involved in the economic system as a wage earner, the student must understand the knowledge of salary ranges, the costs and benefits of future education or training, the influences of supply and demand on the job market and an understanding of how productivity and income growth have impact on employment.

Education and Training

The Education and Training component is designed to assist students to develop an awareness of the relationship between education and training and the life roles assumed by themselves

and others. From this basic educational awareness, the students continue to develop and refine a thorough understanding of work and the changing world of work in which they will assume a more complete productive participation. The student will also come to recognize the need for specific education and training for specific career roles. The student is exposed to all forms of education and training, including, but not limited to: on-the-job training, high school vocational programs, colleges, community colleges, and technical schools and apprenticeship schools.

Through developing an understanding of the relationship between education and training and life roles, the students are able to combine knowledge of themselves as participants in education and training, their individual learning styles, pace capabilities and capacities, and the ability to select and evaluate educational avenues for the development of their own career plans.

Employability and Work Adjustment

This component is designed to help students develop those patterns of behavior necessary to enter, maintain, and progress in a career. This component can be divided into the following six skill subtopics:

- interpersonal relationship skills needed to function in a job;
- adaptability skills needed to adjust to changing jobs and job requirements;
- basic educational skills including reading, writing, and arithmetic;
- job skills to perform entry level tasks, to grow with the job and to make transfers to other job areas, if necessary;
- job-seeking skills to attain employment commensurate with abilities and training; and
- industrial discipline on the job, attitudes and work habits needed to retain and progress in an occupational area.

Decision-Making

Decision-making is, in reality, not a separate component but a process that encompasses all of the developmental areas. The goal of this component is to assist the students in developing increasing skill and experience in the rational process of decision-making, in practicing making decisions, and in coming to accept the responsibility for the outcomes of their decisions.

In order to make a wise career choice, the goals of the student must be defined and possible alternate solutions considered. After collecting relevant information and examining the

consequences of the alternatives, the goals and alternatives should be re-evaluated. The results can then be generalized to meet new problems and/or situations.

State administration of the Career Development Program originated in the Division of Vocational Education. Although the Division's Special Needs Service monitored initial efforts, in 1971 supervisors in the agriculture, business and office, and home economics service areas spearheaded the development. In 1973, a full-time Career Development Supervisor was added to the Vocational Education staff. Then, in 1974, the Career Development Service was established within the Vocational Education Division, with three administrative positions through the aid of Vocational Education Part C funds. This documentation illustrates the change that took place moving career education from a pilot effort to a separate, full-functioning part of the Department of Education.

Financial support for career education came solely from federal funds from 1970-72. However, since 1973, state funds have matched or exceeded federal allocation. Each attendance district participating in the Career Development Program is funded on a student population: $20.00 for each K-6 student, $25.00 for each grade 7-8 student, and $30.00 for each grade 9-10 student. The total budget for FY 75 is $4 million. A projected $8 million will be required in FY 76 to increase services from 9% of the student population to 18%. As the philosophy has been that time and monetary support are essential to effect long-lasting change, a projected $40 million will be required by 1982 to reach every kindergarten-grade 10 student in Ohio.

REFINEMENT OF CAREER EDUCATION

One of the greatest challenges of implementing career education has been the diversity of important priorities that exists, for a successful program requires both promotion and development. Since career education has made a significant impact on schools in Ohio, the demands for providing in-service for non-project schools who have learned of the effort are constantly growing. However, one can only promote a quality product and, thus, even greater pressure is placed on developing a sound program. A variety of tools have been utilized to deal with this need:

Curriculum Guides

Although emphasis has been placed on local curriculum development, state guides were produced early to provide a framework for local teachers, counselors, and administrators. In 1972 a guide was produced for each of the three component levels; the K-6 and 7-8 guides have

since been revised and published, and the 9-10 guide is in process of revision. Upon recommendation by an external evaluator, the Department of Education also compiled guides consisting of materials developed locally and screened by local career education personnel.

In-service Films

As soon as career education became a well-known term and the success of the projects began to emerge, the demand for in-service became overwhelming. As a means of providing an awareness of the Career Development Program, three films were produced in 1972 to describe Career Motivation, Career Orientation, and Career Exploration Programs. In 1974, a fourth film was added outlining the total career education philosophy in Ohio with the focus on implementing the seven developmental areas in the various components.

In-service Procedures Manual

Although emphasis had been placed on the importance of the in-service from the beginning stages of development, local educators were provided with minimal help in structuring their staff development programs. Although "veteran" directors advised "neophyte" directors on do's and don'ts, a need was felt for a structured manual especially designed to aid new leaders in establishing a successful program. This manual was developed in 1974 and will be updated regularly.

Pre-service Teacher Education Manual

In an effort to aid teacher education institutions in preparing undergraduate students with knowledge and skills in career education, pre-service curriculum materials to be used in the program are in the final stages of development. These materials, together with an implementation package, are directed toward the 53 teacher education institutions in Ohio.

All of the products listed above have been side benefits developed as a result of or in preparation for the massive in-service efforts which have taken place since 1970. These efforts have often been made possible through the help of EPDA funds. During the summers of 1971 and 1972, workshops were held for representatives from each of the 108 Vocational Education Planning Districts in an effort to inform and involve a variety of teachers, counselors, and administrators in the formative stages of development. In addition, the first Career Education Mid-Year Conference was held in 1971 for those local personnel directly involved in career education to share ideas and problems.

Although the Annual Mid-Year Conference has already become a tradition, more intensive in-service efforts for project personnel have taken place since 1973. Since that time, intensive workshops have been held for both local program directors and the building coordinators to better prepare them to implement career education in their local schools with topics ranging from philosophy to budgeting.

Ohio has eagerly participated in national projects such as the Bread-and-Butterflies Consortium with the Agency for Instructional Television and field-testing of materials developed by The Center for Vocational Education, Appalachian Educational Laboratory, and the McKnight Publishing Company. A current consortium involvement with the College Entrance Examination Board is expected to lead further refinement of career education.

An essential aspect in this development has been the efforts toward evaluating the impact of career education in Ohio. Individual local programs must have a third-party evaluation performed each year. In addition, a state-wide evaluation was performed by the Institute for Educational Development (now Policy Studies in Education) in 1973. Efforts have continued with PSE to construct instruments at grades 3, 6, 8 and 10 to illustrate the effectiveness of career education.

OPERATIONAL VIEW OF CAREER EDUCATION IN OHIO

A school district that decides to become a part of Ohio's Career Development Program must commit itself to a rigorous application process. Each district must submit a proposal outlining its plans for in-service and curriculum development and indicating support from administration, staff, and community. Guidelines for submitting proposals are sent to the 108 Vocational Education Planning District superintendents who in turn distribute them to local district superintendents and other administrators. The following have been established as priorities for funding and are listed within those guidelines: (1) existing successful Career Development Programs; (2) Vocational Education Planning Districts without a Career Development Program with vocational facilities available; (3) Vocational Education Planning Districts without a Career Development Program with new facilities available in FY 76; and (4) other independent projects. Priorities are so listed to enable a more representative involvement in career education by the entire state. In addition, the priorities strongly favor districts with adequate vocational education facilities as this provides more options for a student than those districts not offering adequate vocational education.

Local leadership has been the key to the success of the Ohio Career Development Program. Each project employs a full-time director who must have direct administrative input and be able to

move across all grade levels and curriculum areas. Depending upon the size of the district, several building coordinators are also employed to work directly with teachers and counselors to aid them in such areas as modifying curriculum (through in-service or one-to-one encounters), making community contacts, and evaluating and recommending effective materials. With these individuals impacting on both the schools and the community, necessary support and encouragement can be constant.

This local leadership also has a responsibility to share their developments and expertise with other project and non-project districts throughout the state. Much of their time is devoted to providing in-service and help to other interested school systems. In addition, each program director serves on state-wide committees as the need arises. Those committees currently in existence and their scope of work include:

1. In-service Committee — to aid in the planning of state-wide staff development efforts.

2. Materials Committee — to aid in the selection of instructional materials appropriate for integrating career education into the curriculum.

3. Organizational Patterns Committee — to aid in organizing the state to improve communication and eliminate overlap of efforts.

4. Program Guidelines Committee — to aid development of curriculum materials and other documents to aid program implementation.

5. Program Support Committee — to help inform all aspects of the community so as to engender support for career education.

Thus far in the growth of career education the expansion has been gradual enough to accommodate policy decision-making through group dialogue with all program directors. However, as the growth begins to be quite rapid, it appears that only periodic state-wide meetings will continue to be feasible. To plan for this expansion, a trial approach for regional planning is taking place, with two representatives from each of the four regions serving on a state-wide task force. The task force meets with state department representatives regularly to discuss key issues, help make program decisions, and help set priorities. Periodically, regional council meetings are held to brief other program directors and obtain advice and recommendations. The membership to the task force is a rotating two-year term, with one representative from each region being elected annually.

Through the regional leadership, the Department of Education will still be able to maintain the development of a model state-wide program, while at the same time providing the structure which enables the veteran programs to serve as models for new programs. In addition, the regional councils provide the close-knit sharing mechanism which has made the Career Development Program successful to date.

SUMMARY

If career education is to make a marked change in the educational system, every teacher, counselor, administrator, and community member must be involved. To modify the actions of all of these individuals, a comprehensive design for change is essential.

In Ohio, career education is a state-wide thrust for change. Local educators are working with others throughout the state to build a better educational system for their students. It is a plan which calls for organized growth so that students will not be subjected to haphazard efforts.

Transforming career education from a pilot effort to an approach for educational change has required and will continue to require the commitment of Ohio's elementary, secondary, and post-secondary teachers, counselors and administrators as well as those community personnel from business, labor, industry, and the professions. Through the efforts of these people, schools will prepare students for both living and working in society and, more importantly, aid them in achieving fulfillment based on their individual value structures.

Margaret E. Ferqueron

THE DEVELOPMENT, IMPLEMENTATION AND ADMINISTRATION OF CAREER EDUCATION IN FLORIDA

ORIGIN OF CAREER EDUCATION IN FLORIDA

Educators began considering the possibility of infusing career education concepts into schools as early as 1968. The impetus for this emanated from the state legislature and the Department of Education. During 1968-69, an in-depth study of vocational education was initiated by the state legislature and conducted jointly by the legislature and the Department of Education.

This study resulted in legislation for vocational education with emphasis on the following:

(a) an expanded definition of vocational education,
(b) creation of occupational specialists ,
(c) provisions for placement and follow-up for all students,
(d) mandated comprehensive plan for vocational education for career development,
(e) expanded evaluation to determine how well the standards of vocational education are being met,
(f) funding to support improvements in vocational education.

This study, together with (a) a needs assessment conducted by the Division of Vocational, Technical and Adult Education; (b) the favorable evaluation of four exemplary Career Development Programs and five pilot Career Education Projects funded with Federal dollars between the years of 1971-1973; (c) Federal legislation with earmarked funds for disadvantaged, handicapped, regular, post-secondary and preparatory students; (d) Commissioner Marland's position on career education; and (e) the State Commissioner's priority for career education, probably influenced the state legislature to fund career education. Considering all of these events, career education in Florida was visualized as having the following components:

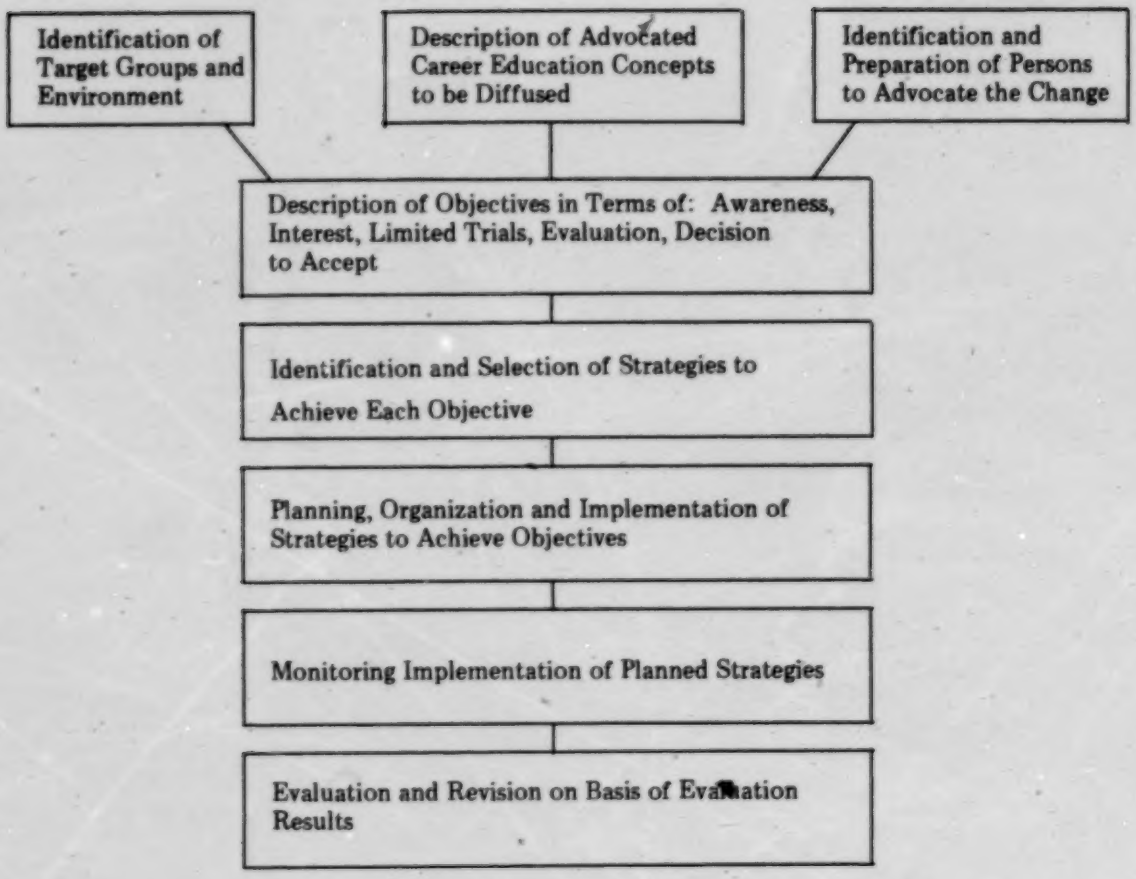
(a) awareness of careers at the elementary level;
(b) exploration in various careers at the Middle/junior high school level;
(c) preparation and work experience at the secondary and post-secondary levels;
(d) placement and follow-up for all students;
(e) expanded guidance and counseling services for all students;
(f) increased emphasis on use of community resources;
(g) improved system of evaluation.

These events set the stage for the infusion of career education into Florida's schools. First, a needs assessment had been conducted based on findings by the state legislature, the Florida State Department of Education, U.S. Office of Education, and the business-industry community. Secondly, alternative solutions were identified and related to needs in education. Thirdly, solutions were selected: 1970 legislation which emphasized career development and provided funds to promote it, and Federal legislation which produced P.L. 90-576 and the results of exemplary career development and career education projects. Fourthly, mandated solutions were initiated: $5,000,000 Vocational Improvement Fund for FY 1973-74 and $5,000,000 transitional categorical funds for FY 1974-75.

The state legislature and the State Department of Education, working in concerted effort, agreed upon a basic premise. They were cognizant that changes in structure, organization, programs, services and activities of social institutions, such as the educational system, accrue over time as persons who have responsibilities for making decisions about assigning resources have an opportunity to:

(a) become aware of problems,
(b) develop an interest in identified alternative solutions,
(c) try out alternative solutions on limited bases,
(d) evaluate results of trials,
(e) decide to accept or reject the alternative solutions,
(f) implement or institutionalize the selected aspects of the alternative solution.

Utilizing this approach, it became evident that the degrees of acceptance and ultimate institutionalization of career education is in great part due to the execution of a Dissemination/Diffusion Plan. Having agreed upon this, the following system was devised to develop and implement Career Education.


Identification of Target Groups and Environment
Description of Advocated Career Education Concepts to be Diffused
Identification and Preparation of Persons to Advocate the Change
Description of Objectives in Terms of: Awareness, Interest, Limited Trials, Evaluation, Decision to Accept
Identification and Selection of Strategies to Achieve Each Objective
Planning, Organization and Implementation of Strategies to Achieve Objectives
Monitoring Implementation of Planned Strategies
Evaluation and Revision on Basis of Evaluation Results

The State Department of Education established a Career Education Task Force to develop a State Position Paper on Career Education in Florida. In the process, they undertook to identify target populations, define career education components, and ascertain advocates of career education. This task force was composed of representatives from each of the four Divisions and the Commissioner's staff.

IDENTIFICATION OF TARGET GROUPS

The following groups were identified as target populations: school boards, school district superintendents, supervisors, coordinators, principals, teachers, counselors, deans, department heads, business men, parents, students, legislators, and State Department of Education staffs. A concerted effort has been made to understand their needs as related to stated objectives.

DESCRIPTION OF ADVOCATED CHANGE—CAREER EDUCATION

Evolving out of the official State Position Paper on Career Education, several components were defined; elementary school, middle and junior high school, senior high school, community college, university, placement and follow-up, in-service training, evaluation, curriculum development, community involvement and articulation. An effort was made to explain the benefits of the advocated change to students, to educators, and to the community at large. An attempt was also made to explain the cost of implementing the career education concept in terms of time, money and personnel.

IDENTIFICATION AND PREPARATION OF PERSONS TO ADVOCATE THE CHANGE

It was decided that State Department of Education task forces, Commmissioners of Education, advisory groups, State Department of Education staff, business and industry and the Florida Council of 100 would be the advocates of change.

At this point, we were ready to select objectives for each target group in the areas of: awareness, interests, limited trial, evaluation, acceptance, and implementation.

Developmental Activities	Strategy for Objective
a. 1968-69	
An in-depth study of vocational education was made by the state legislature including the world of work and career guidance.	awareness-interest
b. 1969-70	
As a result of this study, the MacKay Report was developed. This report produced the legislation for Occupational Specialists, and legislative components of a Comprehensive Vocational Education Program for Career Development, which included a redefinition of Vocational Education to include the orientation to the world of work at the elementary level and occupational exploration at the junior high level.	awareness-interest
c. 1970-71	
Four exemplary Career Development Programs were established in the counties of Dade, Duval, Escambia and Hillsborough.	awareness-interest-limited trial-evaluation

d. 1971-73

Five pilot Career Education Projects funded with Federal dollars were established in the counties of Orange, Pinellas, Brevard, Broward and Leon.	awareness-interest-limited trial-evaluation

e. 1972

Commissioner's Conference on Career Education was held.	awareness
A Career Education Task Force was established. The task force included representatives from all four Divisions of the State Department of Education and the Commissioner's staff.	awareness-interest

f. 1973

During May, the first training session for designated State Department of Education staff (Vocational, Technical and Adult Education Division) Career Education Consultants was conducted.	awareness-interest
Official State Department of Education Position Paper on Career Education was published.	awareness-interest
Part of the 1970 legislative package contained funds entitled "Vocational Improvement Fund." Using this portion of the legislation, the legislature allocated $4,500,000 for Career Education. At this time, Career Education was designated a priority by the Commissioner. Each of the 67 school districts was charged with planning, implementing and evaluating career education.	limited trial
Because monies for career education were being used from vocational education legislation, the Vocational, Technical and Adult Education Division monitored the district development of career education. Each school district submitted a Career Education Project according to developed guidelines which were required to include eight components: elementary, junior high, high school, post-secondary, placement and follow-up counseling, evaluation, in-service, and community involvement.	interest-limited trial
August 1973, representatives from each school district were assembled and instructed in the development process for district career education projects.	interest-limited trial

	November 1973, the first state-wide workshop for district directors of career education was held. The theme was "Management of District Career Education Efforts."	limited trial-evaluation-implementation
	Throughout the 1973-74 school year the Career Education Consultants (total 15) provided technical assistance to school districts in the planning of career education.	interest-limited trial evaluation
	December 1973, the Elementary and Secondary Division appointed a Career Education Consultant.	awareness-interest
	May 1974, the second state-wide workshop for District Directors of Career Education was held. The theme was "Approach to Implementation."	limited trial-evaluation-implementation
	1973-74	
g.	The 1973-74 legislature passed legislation mandating "placement" and "follow-up" for all students.	limited trial-evaluation-implementation
	This legislature also allocated $5,000,000 for career education during 1974-75 school year.	limited trial-evaluation-implementation
	HB 3692, legislative provision for the funding of career education, was passed.	limited trial-evaluation-implementation
h.	1974	
	A Career Education Coordinator was appointed for each of the four State Department of Education Divisions (Vocational, Technical, and Adult Education, Elementary and Secondary, Community Colleges, State University System).	awareness-interest-limited trial-evaluation-implementation
	July 1974, the Elementary and Secondary Division designated 15 staff members to the school districts. Also in July, a training session was held with new elementary and secondary consultants to orient and up-date them on the career education concept.	awareness-interest-limited trial-evaluation-implementation
	A State Management Plan for Career Education was developed.	limited trial-evaluation-implementation
	District guidelines for submitting Career Education Plans were developed and distributed.	limited trial-evaluation-implementation
	September 1974, the third state-wide workshop for District Directors of Career Education was held. The theme was "Evaluation of Career Education."	limited trial-evaluation-implementation

i. January 1975

Status Report on Career Education was submitted to the State Commissioner of Education.	inform and perpetuate interest

j. January 1975 – present

Time has been spent providing members of legislature with status information on career education.	inform and perpetuate interest
May 1975, the fourth state-wide workshop for district directors of career education will be held. The topics to be covered are those areas in which district directors of career education have requested additional help.	limited trial-evaluation-implementation

k. On-going over a four-year period (1971-75) are:

A series of curriculum development projects (Learner-Oriented Occupational Materials, Vocational-Technical Education Consortium of States, Project Process—*Career Education: An Introduction*, FAIS (Fusing Applied and Intellectual Skills), Career Education Articulation, Elementary Guidance and Career Education Project, Florida VIEW. These projects were directed toward the objectives of limited trial and implementation.

Evaluation projects – EPIC (Educational Progress in Careers). The objectives of evaluation, awareness, interest and decision-making were the targets of those projects.

Career education-related publications *(UPDATE)*. This publication was developed to assist with the objectives of awareness, interest, and implementation.

It is important to note that all of these developmental activities are overlapping. These strategies were implemented, and are in the process of being evaluated. The following illustrated the progress made by each of the four divisions of the State Department of Education in the diffusion process:

RESULTS

Awareness	Interest	Limited Trial	Evaluation	Acceptance	Implementation
67 dist.	67 dist.	67 dist.	67 dist.	__ dist.	__ dist.
9 univ.	9 univ.	__ univ.	__ univ.	__ univ.	__ univ.
28 c.c	28 c.c	__ c.c	__ c.c	__ c.c	__ c.c

NOTE: dist. (districts), univ. (universities), c.c (community colleges)

As the preceding chart indicates, most of the Career Education effort is presently directed toward grades K-12. As of June, 1973, the estimated total enrollments and assignments to K-12 in Florida were:

Students	1,391,753
Teachers	65,558
Schools	1,930

As of June 30, 1973, the estimated total numbers of each of these categories involved in career education were:

Students	409,299
Teachers	17,530
Schools	300

Although approximately 30% of the State's teachers are involved in pilot schools, about 60% have gone through in-service programs to acquaint them with the career education concept.

STATE LEVEL MANAGEMENT OF CAREER EDUCATION

As described earlier in this paper, the Career Education movement in Florida grew out of concern by legislators and educators for providing better education for all students, based particularly upon the favorable results of Federally supported exemplary projects sponsored by the Division of Vocational, Technical and Adult Education. Initially, the Division was used as a vehicle to promote career education in Florida. Career Education is now the charge of all State Department of Education Divisions.

Several things happened during the summer of 1974 which brought about a sharing of responsibility among the four State Department of Education Divisions (Divisions of Vocational, Technical and Adult Education, Elementary and Secondary, Community Colleges and State Univeristy System):

1. A Coordinator of Career Education was appointed for each Division.

2. The Elementary and Secondary Division appointed ten staff members to act as field consultants in career education. The Division of Vocational Technical, and Adult Education had already appointed ten career education consultants who had been working with local school districts for a year lending technical assistance.

3. The four Division coordinators developed a State Management Plan for their Divisions. These individuals worked together in the development of their individual plans in order to provide continuity and articulation between Divisions.

The responsibility of the field career education consultants is to work directly with local school districts in the development, implementation, and evaluation of career education. The Division coordinators are to work directly with the field consultants to assist them with any problems they may have in the delivery of technical assistance to local school districts. The coordinators also provide all staff development for their respective career education consultants, as well as plan and produce all state-wide workshops related to career education.

For management purposes and delivery of services to local school districts, the State Department of Education has divided the state into five regions. Four field career education consultants (two each from the Division of Vocational, Technical and Adult Education, and Elementary and Secondary) are assigned to each of these regions. Each of Florida's 67 school districts has appointed a Director of Career Education to manage the career education effort. During the nine months school is in session, field career education consultants hold monthly meetings in the five regions for the benefit of local directors of career education. At this time, directors bring problems they are encountering or newly developed techniques and strategies to share with the group. The career education consultants bring new information on the career education concept to the group (information about funding, new materials, different strategies and techniques, etc.).

FUTURE NEEDS

Perhaps the most crucial need of any new educational approach is fiscal support. In any case, this is one of the primary needs of career education at this point in time. Money is needed to support career education at district, community college, and university levels as decision-makers move through the stages of the diffusion process (awareness/interest/trial/evaluation/acceptance/implementation).

It is also imperative that those individuals who accept, in whole or in part, the components of career education receive constant encouragement. Those portions of the community committed to and working with the career education concept need the constant support of the State Department of Education and other advocates in order to prevent these individuals from feeling they are an isolated island of career education.

The State Department of Education must continue its role in providing technical assistance as educators and community representatives plan, implement and evaluate Career Education concepts.

To bring about the magnitude of educational change that career education is capable of takes time, human resources, materials, supplies, plans, and a commitment to that change.

An additional two years of fiscal support from the legislature will be required to adequately establish career education state-wide. Hopefully, within two years, the career education concept will be infused to the extent that it will not need external nourishment to survive.

CONCLUSION

Career Education is working in Florida because;

1. Joint effort was involved in the promotion of the career education concept. The State legislature, educators, and the various public organizations (business, industry, labor unions, etc. had input into the development of the concept).

2. The Commissioner instructed the State Department of Education to designate career education as an educational priority.

3. The concept provides practical solutions to many problems faced in education today.

4. Represenatatives from all factions of the community are involved in the planning, implementation and evaluation of Career Education.

5. The community at large is witnessing the valuable effects of this movement.

Robert A. Sampieri

EDUCATIONAL LINKAGE - SUGGESTED RULES AND TECHNIQUES OR THE SYNAPTIC ASPECTS OF A PARTNERSHIP PLUS OTHER COMMON TRIVIA

The need to develop linkages between education and the world of work has been emphasized in an array of articles, textbooks, and speeches across the country. The benefits of such partnerships have been listed and relisted by an equal number of scholars, businessmen, and politicians. This paper will concentrate upon two operational aspects of what I shall refer to as the "education linkage issue."

The first aspect deals with the organizational approach of any linkage while the second deals with specific techniques that we have found helpful. I selected these two areas because, in my opinion, all too frequently, educators initiate programs based primarily upon enthusiasm for a particular philosophical point of view or a theoretical goal.

Linkage programs that are primarily initiated from a base limited to enthusiasm inevitably end in the inactive file under the heading "Program Innovations that Didn't Work." Each program failure is usually viewed by the general public as proof that the concept or the originai intent was wrong. Yet anyone who takes the time to analyze one of these unfortunate education flops quickly discovers that the failure is usually attributable to inadequate implementation rather than to any inherent defect in the original concept. Every time educators venture beyond the security of their institutional environments they open themselves and their institutions to a high level of risk. Failure within the confines of an individual's institution is one thing. Failure in the open community is quite another.

Since, historically, more educational programs fail to reach their stated objectives than those which succeed, it becomes imperative that educators properly plan and tightly manage every venture they activate, especially those which interrelate with non-school agencies and/or organizations. Educators who become involved in such partnerships soon learn the value of thoughtful planning. This is especially true because a failure in the open community projects an image of failure on the participants as well as on the institution they represent.

THE ORGANIZATIONAL APPROACH – SIX RECOMMENDED RULES

Rule No. 1: When you consider involving an institution in a partnership, do not assume that you need not plan your effort. Each and every linkage must be clearly and thoughtfully planned. The days of expecting the political weight of a superintendent's press conference to assure the cooperation and success of a program are nostalgically gone, at least in the urban setting.

Rule No. 2: Understand clearly the primary purpose of the proposed linkage. Your implementation strategy should be greatly influenced by, and reflect the difference between a specific task-oriented partnership and a general communication partnership.

The personnel requirements of these two extremes are significantly different. Educators, as well as well-intended businessmen, too frequently try to utilize communication-based partnership to achieve an action-oriented objective. Failure to recognize this critical distinction usually culminates in ineffectual results which frequently finds everyone originally involved pretending that it didn't really happen, nor was it ever intended.

Rule No. 3: Diagnose the characteristics and possible motivations of your prospective partners. You should determine what factors, options, and possibilities could elicit and stimulate their constructive and continued contributions. It is equally important to determine what factors may act to terminate their contributions to a constructive partnership.

Many times it is assumed by educators that cooperating organizations would really be pleased if schools helped to generate a public awareness of the contributions of business and/or organized labor groups. Yet this assumption cannot be valid when it may involve a highly visible or potentially controversial program. For example, success in obtaining free and exotic equipment for use in a special educational program frequently depends upon the educational recipient's not publicizing this accomplishment to protect the donor from other educational institutions who may expect or demand "their share."

This same situation is easily replicated when working with organized labor. A high level of publicity may result in the termination of or a great reduction in a work/career experience program for young people in non-growth union and union-related occupations. When educators are sensitive to the problems and are willing to avoid publicity, labor leaders are more willing to cooperate in an action-oriented partnership.

Rule No. 4: Develop a classification system that will help the educational management team plan with and respond to the various members in a partnership. The simplest classification is generally the most effective, and may include these four basic groups:

- Management
- Organized Labor
- Government
- Lay Public

These categories may be subdivided as needed.

Rule No. 5: Distinguish between "initiating" and "maintaining" partnerships when developing or re-evaluating your management plan.

Our experience has been that the majority of our planning focuses upon the "initiatory" phase while little or no thought is given to the proper maintenance of a partnership. Continued communication among the members of a partnership is absolutely essential if it is to be properly maintained. This communication may occur in any form but must be conducted in a consistent pattern. Members of the education segment of a typical partnership must be prepared to assume the full responsibility for the maintenance of the communication system.

Every effort must be made to personally acknowledge the contributions of the individual members in any partnership. The degree of managerial leadership that will be accorded to the educational leader will be in direct proportion to his or her ability to make the contributions of each partner known to the other members. Your continued acknowledgement of their efforts will stimulate their increased participation. As long as they perceive your role as supportive and non-threatening to their professional autonomy, you will maintain effective management control of the partnership.

Rule No. 6: Do not attempt to initiate a partnership unless an adequate number of school personnel can be delegated sufficient responsibilities. Educators in decision-making roles must be skillful in selecting those linkages that can be properly "manned" while avoiding arrangements with institutions where staff capabilities are inadequate for a respectable job. Administrators who choose to reject a requested linkage, however, can easily be viewed as obstructionists to innovation—or possibly worse—insensitive to the "expressed needs" of the community.

Do the foregoing rules apply to any of your school linkages with the world of work? If so, I trust that the rules will be helpful in gaining a new perspective. Perhaps analyzing them in the following manner may also be of assistance:

Phases		Functions		Classifications
Gen. Comm.	Action Oriented	Initiatory	Maintain	(Simple)
				Management
				Organized Labor
				Lay Community

SPECIFIC TECHNIQUES

Educators are notoriously clumsy in selling an idea or concept to groups outside the field of education. We frequently hear that educators would starve to death if they had to make it on the "outside" or in the "real world." Partnerships that are action-oriented provide excellent opportunities for educators to test the validity of this statement. Our experiences in the Los Angeles City Schools reveals that educators are just as effective as professional "pitch" men when staff training is adequate and the management plan is carefully developed.

There are some basic techniques that we have found to be effective for individual educators who have contact responsibilities with business and labor organizations with regard to an action-oriented program:

Technique No. 1: Do not try to "close" a deal on the telephone. Use the telephone to introduce yourself and the purpose of your task. Arrange an appointment that will permit you to present personally the proposal to the desired partner.

Technique No. 2: As a representative of education, do not try to compete for luncheon checks. Non-educators usually have expense accounts. Your excessive generosity may suggest that (a) the school district is expending tax dollars unwisely or (b) educators are being over paid. In either case, let your potential client believe that he or she is in a superior position.

Technique No. 3: Establish a basis of interest in your client's organization. Ask some questions that show your interest. In addition, collect some background information on the company or organization before your initial contact. Show your interest in his or her market and in any new product of which you are aware. This will enable you to establish a two-way conversation. No one wants to be "talked at."

Technique No. 4: When speaking to a potential community resource person, determine whether he or she is ready to comment on what you have said. Most "buyers" or potential contributors would rather talk than listen.

Technique No. 5: Stop your discussion as soon as your presentation is completed. It's important to remember that, unless the school representative keeps quiet, he or she cannot

hear the word YES. It is axiomatic that we lose more sales by what we say than by what we do not say. The greatest indication that a person doesn't know what he or she is talking about is how long it takes to make a proposal.

Technique No. 6: Keep telling yourself that persistence is not a dirty word. If at first your potential client does not return your call, call him or her again until you establish contact with that person or with someone else within the company who may be a "better" contact with whom to work.

Technique No. 7: Remember that clients traditionally do not "buy" what an educator may consider to be "reasonable" or "right." They more often "buy" what excites, stimulates, and strikes their self-interest or the corporate self-interest of their organization.

Technique No. 8: If the potential client is difficult to communicate or work with because his or her arguments and misbeliefs are based upon insufficient or prejudicial trivia, do not attempt to win the argument. Remember the admonition "win the argument but lose the sale." The education representative's success is not measured by arguments won but by the extent of resources gained that are consistent with the objectives of the partnership.

Technique No. 9: If an opinion that is expressed by a potential client is incorrect, prejudicial, or damaging, the education representative would be wise to say, "I guess that I didn't quite understand what you said about that. Would you explain it further?" In this way, the prospective client has a chance to back down when he or she starts to restate or elaborate upon the opinion. Give the person an opportunity to regain his or her cool, which the person will be motivated to do, if your reaction did not provoke an emotional response.

If the prospective client repeats the statement in basically the same way, however, do not disagree outright. Formulate a response that indicates partial agreement. Keep searching for the real problem. Maintain dialogue that causes him or her to respond with increasing frequency to your inquiries. A potential client may have 101 prejudicial reasons for not cooperating; but, if your dialogue can lead him or her to discover just one really good reason for participation, you will have identified an excellent chance to establish one more community linkage.

Technique No. 10: To make your effort as an education representative most effective, budget your time and plan your schedule carefully. When making contact, keep records of the person whom you contact, the dates involved, phone numbers, and responses.

In enumerating Techniques 1-10, I have attempted to suggest skills that can lead to a new dimension of performance by all professional educators because educational linkages can no longer be viewed as the domain of only specialists on vocational education. There is an increasing need for other educators who sincerely want to revitalize instruction in their respective disciplines to pursue a great variety of partnerships throughout the communities that they serve.

When both the vocational and the academic specialists manage and utilize community resources to the best advantage for students, educators will be prepared to move from the constraints of the traditional 20th-century comprehensive high school to an unlimited variety of programs in a comprehensive educational delivery system. This system will be more effective in meeting the needs and selecting options for learning in the 21st century. Business and industry will be eager to participate in partnerships with education not because they can afford to do so but because they cannot afford to miss the opportunity.

ABOUT THE AUTHORS

DAVID GOODWIN, one of the editors, is currently a research associate with the Education and Work Group, National Institute of Education. Dr. Goodwin, a political scientist from Johns Hopkins University, has been involved in the study of political organizations, and has recently focused his attention on the process of implementation of innovative practices in schools. He is author of *Delivering Educational Services*, soon to be published by Teachers College Press, Columbia University.

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MARGARET FERQUERON's leadership in career education in Florida began with her experiences as high school social studies teacher and counselor. Dr. Ferqueron, a native Floridian, earned her Ph.D. at Florida State University in the field of counseling. She joined the Florida Department of Education as a Consultant in Evaluation, later assumed the role of Coordinator of Career Education, and currently holds the position of Director of Dissemination and Diffusion for Vocational Education Products and Innovations. Dr. Ferqueron has written numerous articles for the Florida Department of Education magazine *AIMS*, focusing on educators' roles in promoting career education in the schools.

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ROBERT A. SAMPIERI, Administrator of Career Education, Los Angeles Unified School District, has recently focused his attentions on the conceptualization and activation of a wide variety of education linkages with business, labor and government as a major component of the L.A. Career Education Program. He has been administrator for vocational and manpower training programs for the L.A. Unified School District since 1965. A front-runner in the development of the career education concept at the local level, Sampieri was Director of the Comprehensive Career Education Model for Los Angeles.